Emergency Support Function Annexes

I. Introduction

A. Purpose

This section provides an overview of the Emergency Support Function (ESF) structure, common elements of each of the ESFs, and the basic content contained within each of the ESF Annexes. Each ESF is provided with a purpose statement that reflects the primary reason the ESF group exists. The scope of each ESF is provided to reflect the range of activities in which the ESF group may find itself tasked. These are broad statements describing policies of the state emergency response organization with respect to the functions and responsibilities assigned to a particular ESF.

B. Background

The ESFs provide the structure for coordinating Federal, State and local inter-department support for Incidents of Significance. This structure provides mechanisms for providing Federal-to-Federal support, Federal support to States, and Federal and State support to the City, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act events. The following section includes a series of annexes describing the roles and responsibilities of departments as ESF Group Supervisors or as primary or support departments.

The ESF structure provides mechanisms for inter-department coordination during all phases of an event. Some departments and departments provide resources for response, support, and program implementation during the early stage of an event, while others are more prominent in the recovery phase.

II. ESF Notification and Activation

The Director of Emergency Management or his/her designee develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the event.

ESF primary departments are notified of the operations orders and time to report to the Emergency Operations Center (EOC).

ESF primary departments notify and activate support departments as required for the event. Each ESF is required to develop Standard Operating Procedures and notification protocols and maintain current rosters and contact information.

III. ESF Roles and Responsibilities

Within each ESF Annex there is an identified ESF coordinator as well as primary and support departments. All ESFs incorporate functions and responsibilities from several departments to ensure seamless integration of and transition between preparedness, prevention, response, recovery, and mitigation activities. ESFs with multiple primary departments designate an ESF coordinator for the purposes of pre-incident planning and coordination. Following is a discussion of the roles of the ESF coordinator and the primary and support departments.

A. ESF Group Supervisor

The ESF Supervisor has ongoing responsibilities throughout the prevention, preparedness, response, recovery, and mitigation phases of incident management. The role of the ESF Supervisor may be filled through a “unified command” approach if agreed upon by the primary departments. Responsibilities of the ESF Supervisor include:

1. Pre-incident planning and coordination;
2. Maintaining ongoing contact with ESF primary and support departments;
3. Conducting periodic ESF meetings and conference calls;
4. Maintaining situation, status, and resource reports for planning and briefing needs;
5. Coordinating efforts with corresponding private sector organizations; and
6. Coordinating ESF activities as appropriate relating to catastrophic incident planning and critical infrastructure preparedness.

B. ESF Unit Leader

An ESF Unit Leader(s) may be designated if an ESF has multiple large ongoing responsibilities throughout the prevention, preparedness, response, recovery concurrently. The Unit Leader is responsible for coordinating a specific objective within an ESF and reports to the ESF Group Supervisor. The Unit Leader is responsible for:

1. Pre-incident planning and coordination for a specific function or objective;
2. Maintaining situation, status, and resource reports for planning and briefing needs for a specific function or objective; and
3. Coordinates ongoing training and development of specific operational procedures and/or guidelines to accomplish specific functions or objectives.

C. Primary Departments

Each ESF function (or mission) has a designated primary department. This department is responsible for managing the development of capabilities relative to the specific function described. The ESF Group Supervisor is part of the primary department and is responsible for direction and control functions within the group when the group is activated.

When an ESF is activated in response to an Incident of Significance, the primary department is responsible for:

1. Orchestrating support within the functional area (e.g., Operations, Planning, Logistics, Finance and Administration);
2. Providing staff for the operations functions;
3. Activating and sub-tasking support departments;
4. Working with appropriate private sector organizations to maximize use of all available resources;
5. Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities;

6. Executing contracts and procuring goods and services as needed;
7. Ensuring financial and property accountability for ESF activities;
8. Coordinating the development of an ESF SOP that governs the functions of the various organizations assigned to that ESF during activation;
9. Conducting planning sessions during non-emergency periods for the purpose of developing policies, plans, and procedures for coordinating the state level response to a disaster (with respect to that particular ESF);
10. During emergency activation, coordinating the flow of messages into and out of the ESF group, providing direction and control for the ESF group, and coordinating the activities of that ESF with the activities of other ESF groups; and
11. Compiling documentation relative to the ESF group's activities during the emergency.

C. Support Departments

Each ESF also has one or more support departments that are tasked with providing resource and/or logistical support to the operation of the ESF when activated. Each department functions as per its normal routine when the ESF group is not activated.

When an ESF is activated in response to an Incident of Significance, support departments are responsible for:

1. When requested by the Director of Emergency Management or the ESF Group Supervisor, conducting operations using their own authorities, subject matter experts, capabilities, or resources;
2. Participating in planning for short-term and long-term incident management operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids;
3. Assisting in conducting situational assessments;
4. Furnishing available personnel, equipment, or other resource support as requested by Director of Emergency Management or the ESF primary department;
5. Providing input to periodic readiness assessments;
6. Preparing situation and status reports for general and legislative briefings;
7. Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and
8. Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats;

D. Branch Director

During large events with an activation of more than five ESFs, functional branches will be established to coordinate specific activities (See Tab 1 for Organization Chart). The ESF Branch Director will manage identified ESFs and be responsible for:

1. Overall coordination and support of identified ESFs within each group;
2. Collect, collate, summarize, and prepare situation reports for General Briefing;
3. Act as liaison between ESFs and General Staff; and
4. Provide situation updates in writing to Planning Section at least twice an operational period.

IV. Concept of Operations

During smaller emergencies, each department performs its specialized tasks according to the department's in-house Standard Operating Procedures (SOPs). During major emergencies, however, there is an increased need for the coordination of all activities relevant to the emergency response as they relate to the entire event and this operation takes place in the EOC. The ESF Group is composed of a Group Supervisor, a primary department, and one or more support departments. The ESF Group Supervisor is responsible for the coordination of the ESF group as a whole; with individual departments performing their emergency missions as they otherwise would, except that they are being coordinated by the Group Supervisor. Conflicts that arise during emergency operations will be resolved by the Emergency Management Director. Each department is responsible for developing its own respective plans and SOPs for carrying out its assigned missions.

This model of the ESF group allows the utilization of the National Incident Command System concept in the EOC during activation. An effective span of control is maintained by consolidating all of the departments with emergency responsibilities into groups with an internal management structure, with the ESF Group Supervisor being responsible to the General Staff during activation. Instead of having all the departments reporting to General Staff, there is a manageable span between two and seven. For the purpose of further defining roles and responsibilities, each ESF group is also assigned to a branch as follows:

1. Emergency Services Branch
ESF 4, Firefighting
ESF 8, Public Health & Medical
ESF 9, Search and Rescue
ESF 10, Oil and Hazardous Materials (Environmental Response)
ESF 13, Public Safety & Security

2. Human Needs Branch
ESF 6, Mass Care (Human Services)
ESF 8, Public Health & Medical
ESF 11, Agriculture & Natural Resources (Food)

3. Services and Support Branch
ESF 1, Transportation
ESF 3, Infrastructure
ESF 7, Resource Support
ESF 12, Energy
ESF 14, Long-Term Recovery (Donations/Volunteers)

4. Communications Branch
ESF 2, Communications
ESF 15, External Affairs

5. Intelligence Branch
ESF 5, Emergency Management (Information and Planning)

6. Recovery Branch
ESF 15, ESF 14, Long-Term Recovery

Each of these Branches is consolidated in the EOC during activation to insure coordination among the various organizations. Tab 1 provides a graphic representation of the EOC organization (chart) for emergencies. The first representation is the broad overview of the entire City organization for a large-scale event. Tabs 2-5 show the detail of each specific branch.

Most departments have only one representative assigned to the EOC during emergencies. Each of these individuals is assigned a place in the floor plan that corresponds to the ESF in which his/her primary responsibilities lie. Tasks required of that particular representative by an ESF in which he/she is not resident will be handled by telephone, E-mail, or general message as per established guidelines. The ESF Group Supervisor requiring assistance from someone not in the EOC will simply send him/her a request to provide the services and the representative will provide a follow-up message indicating his/her ability/inability to complete the requested task(s).

Each branch will have an identified Documentation Unit (person) whose primary function will be the coordination of intelligence information between that Branch and the General Staff workgroup. This person may be the ESF Group Supervisor. This information flow goes both ways during emergency operations and ensures that the General Staff is able to maintain an accurate assessment of the disaster situation and is able to develop short-range and long-range planning guidance.

V. ESF Concept of Operations

A. ESF Standard Operating Procedures

Each ESF Group is required to develop an SOP for use during ESF activation. The primary responsibility for the development of this document lies with the primary department in the individual ESFs. The SOPs should, at a minimum, include:

1. Procedures for notification of ESF departments/organizations;
2. Mechanisms for communications between and among the various ESF components;
3. Procedures for establishing ESF group(s) at the EOC, Disaster Field Office (DFO), and other worksites as necessary;
4. Identification of emergency capabilities of departments tasked in the ESF;
5. Descriptions of the relationships of the primary and support departments assigned to the ESF;
6. Procedures for carrying out tasks and responsibilities assigned to the group, including logistics and resource requirements and communications requirements;
7. Requirements for the development of specific department implementing procedures (or department SOPs);
8. Procedures for coordinating ESF group functions/tasks with other ESFs;

9. Procedures for tasking representatives located in the EOC or other location with assignments related to the working group;
10. The collection and dissemination of intelligence information to the General Staff and other ESFs with a need for such information;
11. Procedures and policies for acquiring needed facilities, vehicles, and other resource support from ESF 7;
12. Procedures for relocating the ESF workgroup (or components thereof) to a Disaster Field Office, or other location as might be dictated by the Emergency Management Director;
13. Procedures for the coordination of planning sessions and guidelines concerning the development of the SOP and various implementing procedures;
14. Each department is responsible for developing specific SOPs and implementing procedures for use in deploying that department's assets and resources in times of emergency; and
15. Each department shall maintain control of its own personnel and assets during emergency operations.

B. Emergency Response Concept of Operations

The flow of requests and information from the City through the State level is handled through the EOC and using WebEOC software. The EOC has primary responsibility for handling emergency response and support operations. If the EM Director determines that City capabilities are inadequate for dealing with the situation, he/she will request assistance through the State EOC, if activated. The EOC can fulfill requests for assistance through the ESF structure or by obtaining resources from unaffected counties in the state's other regions (through appropriate channels). The ESF structure will respond to requests as per procedures established in the ESF SOPs, which may include the procurement of employees from other regions of the state not affected by the emergency. The method of requesting assistance shall be through Web EOC, fax, or phone, and be directly related to accomplishing objectives identified in the Incident Action Plan.

VI. ESF Descriptions

Each ESF document, by definition, may be utilized as a stand-alone annex. Most often, however, the ESFs are used in conjunction with one or more additional ESFs to facilitate the response to a particular event. Each has a unique functional responsibility; however, each ESF is composed of more than one department and each may be geared towards a specific set of activities that are required in an emergency. A brief description of each ESF and its components is below and a detailed summary of each ESF follows this introduction.

A. ESF 1 - Transportation

The transportation function within the emergency organization functions primarily as a coordinating group. This group insures all sufficient transportation resources are available and that roads and conduits into and out of an affected area remain open, and that the traffic allowed into those areas is coordinated in a manner that prevents bottlenecking and gridlock which would prevent needed emergency assistance reaching those areas that need it. The Department of General Services

is the primary department and the allocation of City vehicles is handled by the Department of General Services as a function of ESF 7 Resource Management or through ESF 3 Public Works.

B. ESF 2 – Communications

The communications and warning functions are consolidated under the heading of Communications, primarily because they are necessarily interrelated.

The Communications function is responsible for keeping the public and City employees informed in regards to an emergency situation, provide guidance when appropriate to help save lives and protect property, and support City agencies with the restoration and reconstruction of telecommunications equipment, computers, and other technical resources. The Warning function is responsible for the issuance of warning information regarding impending hazards, as well as the maintenance of warning networks which might be used in an emergency (i.e., Roanoke Alert, radio equipment, etc.) This includes the EAS, NOAA Weather Radio system, NAWAS, and other warning systems in place throughout the state. The Office of Communications is the primary agency with support from the Department of Technology and other agencies.

C. ESF 3 – Public Works

Route Clearance and Bridge Inspection Unit
This mission is to ensure roads and bridges remain viable following a disaster. This includes the physical removal of debris on roadways, assistance on railroads and airstrips, etc. (as requested), critical for emergency vehicle passage, as well as the inspection of bridges to insure they may continue to be used and have not suffered severe damage as a result of a particular event. Assistance to road crews is provided through this mission.

Debris Removal Unit
This mission handles problems arising from the generation, accumulation, and disposal of debris following a disaster.

Water and Wastewater Systems Unit
This mission is responsible for the restoration of potable water and wastewater disposal capabilities following a disaster.

Damage Assessment (Building Inspection and Condemnation) Unit
This mission is responsible for the inspection of buildings and structures following a disaster and, if necessary, condemning them and insuring their destruction in a timely manner. This includes private, residential, business, and government-owned buildings.

D. ESF 4 – Firefighting

The detection and suppression of fires is the primary purview of this group. Any assistance with fire suppression efforts is handled by ESF 4.

E. ESF 5 – Emergency Management

Disaster Planning & Coordination
This mission is responsible for collecting intelligence information surrounding the disaster. This includes items such as the scope (extent) of the disaster, status of various systems (i.e., communications, transportation, utilities, etc.), monitoring of

resource status, and other information. Disaster Planning develops reports concerning the disaster, provides visual displays for the EOC during operations, prepares situation reports, develops short-range and long-range planning guidance for use in addressing developing issues, and accesses technical expertise to assist with evaluating the actual and/or potential effects of an event upon the population and infrastructure of the state.

Public Information
This group is responsible for the provision of information (both general and that which conveys emergency instructions to the public) concerning an actual or impending disaster. The coordination of Joint Information Center activities, EAS activation, and the distribution of emergency preparedness instructions through other means are coordinated through ESF 2.

Damage Assessment
This mission is responsible for the collection of information concerning damages to structures and systems as a result of a disaster, preparation of reports to be forwarded to the Director of Emergency Management for use in requesting State and Federal disaster assistance. This function supports the ESF 3 Damage Assessment Unit.

F. ESF 6 – Mass Care

Shelter and Mass Care Operations
This mission coordinates the assistance in sheltering, feeding, and caring for victims of a disaster.

Disaster Victim Services
This mission provides assistance to victims in locating relatives (and vice versa) through a disaster welfare inquiry system, the restoration of mail delivery, the use of amateur radio networks to deliver essential and important communications, etc. Psychological health services are also addressed within this mission.

G. ESF 7 - Resource Support

Logistics
This mission coordinates the actual movement of resources into areas where a need (or needs) exists. This includes the warehousing and tracking of resources, the packaging and loading and subsequent transportation of resources to affected areas, and the disposal of used and/or unused resources following a disaster.

Resource Management
This group is responsible for the acquisition of all types of resources that are identified as "needed" following a disaster. This group will make arrangements to purchase needed resources if it is determined the City does not have the resources to supply a requirement in the field. The payment of debts and other expenses generated as a result of the emergency is handled by this group as well.

Staging Areas
To prevent a rapid and overwhelming influx of resources into affected areas, Staging Areas may be utilized as temporary marshaling sites for collecting and gradually directing emergency resources into those areas. This group coordinates the activation and utilization of staging areas and marshaling points during emergency situations.

H. ESF 8 - Health and Medical Services

Public Health
This group addresses the public health ramifications associated with a particular emergency. This includes manning shelters, first aid/clinic operations, restoring public health functions, defining the epidemiology of the disaster (including the collection and maintenance of statistical data), the administration of vaccinations and immunizations, the determination of potential health effects associated with debris accumulation, pollution, hazmat releases, etc.

Emergency Medical Services
This mission coordinates the provision of EMS assistance following a disaster, including the movement of medical resources into disaster areas. This includes the air-medical evacuation of patients as necessary from affected areas and any interface with the Near Southwest Preparedness Alliance as well as the National Disaster Medical System. The disposal of deceased victims is coordinated with the Office of Chief Medical Examiner within this group.

Crisis Intervention Support (CIS)
This unit coordinates the provision of CIS to emergency workers who have worked in the tense environment of a major disaster.

I. ESF 9 – Urban Search and Rescue

This group coordinates the locating and rescuing of persons missing as a result of a disaster. This includes urban search and rescue problems generated as the result of an earthquake or building collapse, the search for persons who are lost in wooded or other environments, the search for persons in Swiftwater or flooded environs, the search for downed aircraft, the extrication of accident victims, etc. This group also provides the interface with the State and Federal Urban Search and Rescue assets.

J. ESF 10 – Oil & Hazardous Materials

Hazardous Materials
This mission is responsible for coordinating the technical response to non-radioactive hazardous materials incidents.

Radiological Materials
This group coordinates the technical response to actual or impending releases of radiological materials, either as a result of an accident at a nuclear power plant (i.e., the off-site problems) or processing facility, or through an accident in some mode of transportation.

Environmental Compliance
This mission provides for overall environmental compliance and maintenance as well as coordination with State and Federal counterparts.

K. ESF 11 – Agriculture & Natural Resources

This group is responsible for securing food needed for the feeding of victims and emergency workers in affected areas. Additionally, this group is also responsible for assessment and protective action implementation associated with potential harmful effects upon the City's food supply as the result of a disaster.

L. ESF 12 – Energy

This mission is concerned with the restoration of utility (electrical and natural gas) infrastructure following a disaster, as well as the provision of temporary emergency power capabilities to critical facilities until such time as a permanent restoration is accomplished.

M. ESF 13 – Public Safety & Security

Traffic Control
This mission works closely with the ESF 1 group to affect the orderly flow of traffic into, out of, and around areas affected by a disaster.

Security/Crime Control
This mission addresses the provision of security in disaster areas, as well as the actual policing functions normally associated with law enforcement activities, including riot control, explosive ordinance removal, counterterrorism, etc.

Institutions/Jails
This group is responsible for coordinating prisoner recapture, the utilization of prisons and facilities following disasters, and evacuation of prisoners from damaged facilities to undamaged ones.

Evacuation/Movement
This group is responsible for coordinating evacuations of affected areas.

N. ESF 14 - Long Term Community Recovery

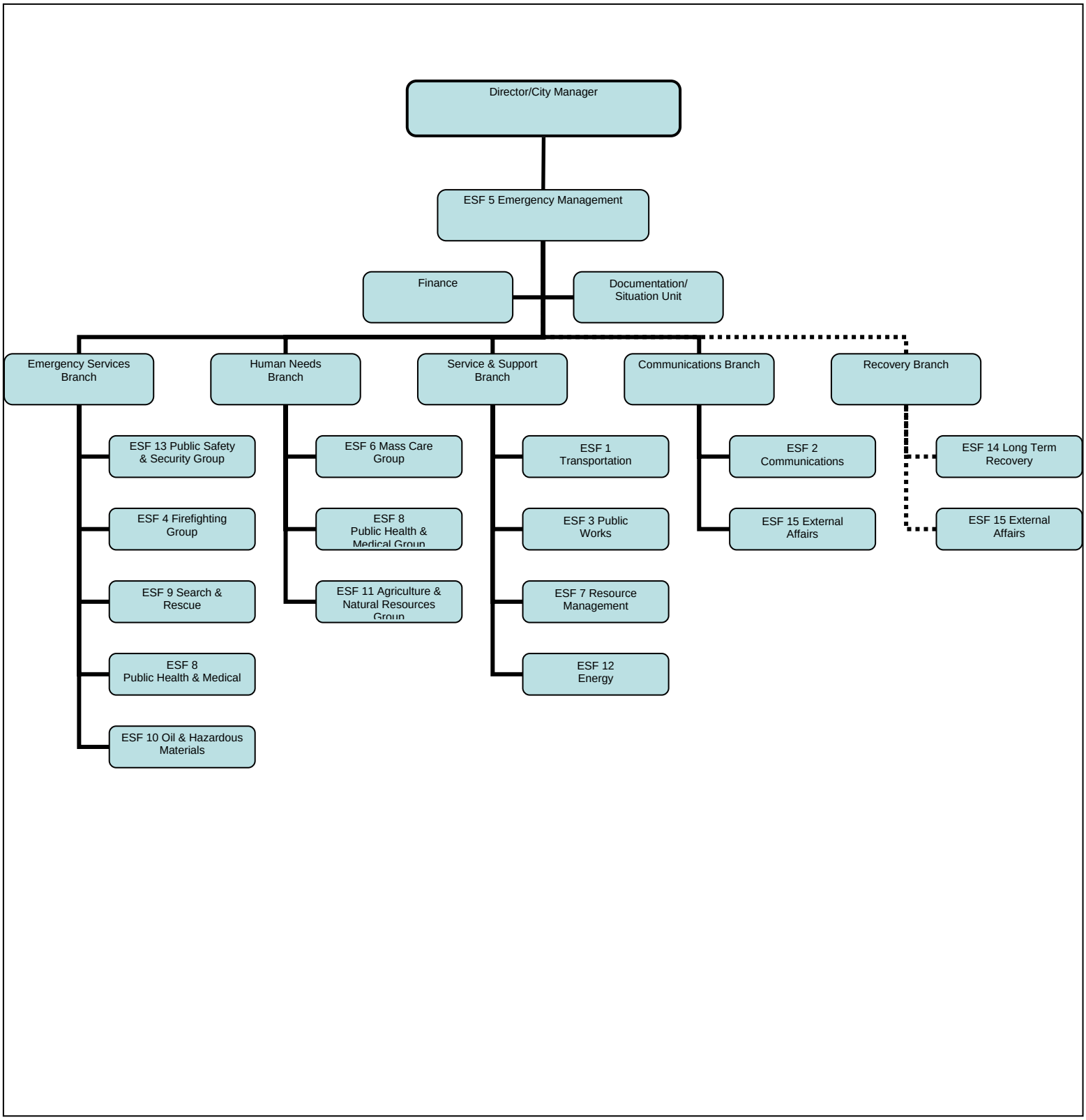
Assistance Programs
This mission is the mechanism through which the state provides disaster relief assistance to victims in the affected area(s), including the Individual and Family Grant program, the Small Business Administration's loan programs, the administration of unemployment compensation, and various other disaster relief programs available for both declared and un-declared disasters.

Recovery and Reconstruction
This mission addresses the long-term economic impact of disasters upon local communities and assists the communities in developing plans for reconstruction. Grant and low-interest loan programs are identified and targeted for application by the community. Significant attention is given to the mitigation of future potential hazards when developing local recovery plans.

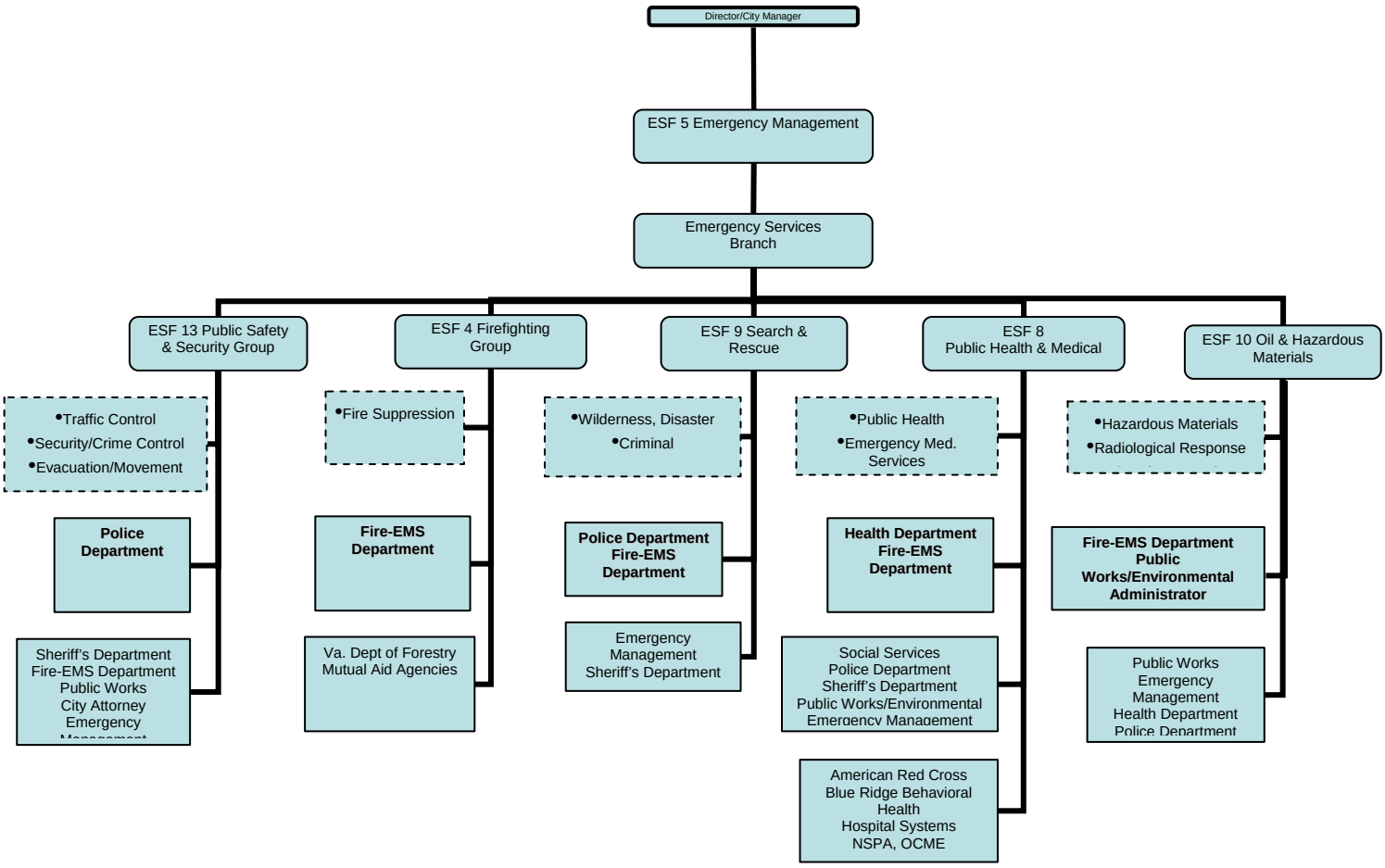
O. ESF 15 – External Affairs

Responsible for keeping the public informed concerning the threatened or actual emergency situation and to provide protective action guidance as appropriate to save lives and protect property. Managing information during an incident so that the most up to date and correct information is used to inform the public is also a key objective.

Tab 1 to Emergency Support Function Introduction
Emergency Operations Organization Chart



Tab 2 to Emergency Support Function Introduction
Emergency Services Branch Organization Chart



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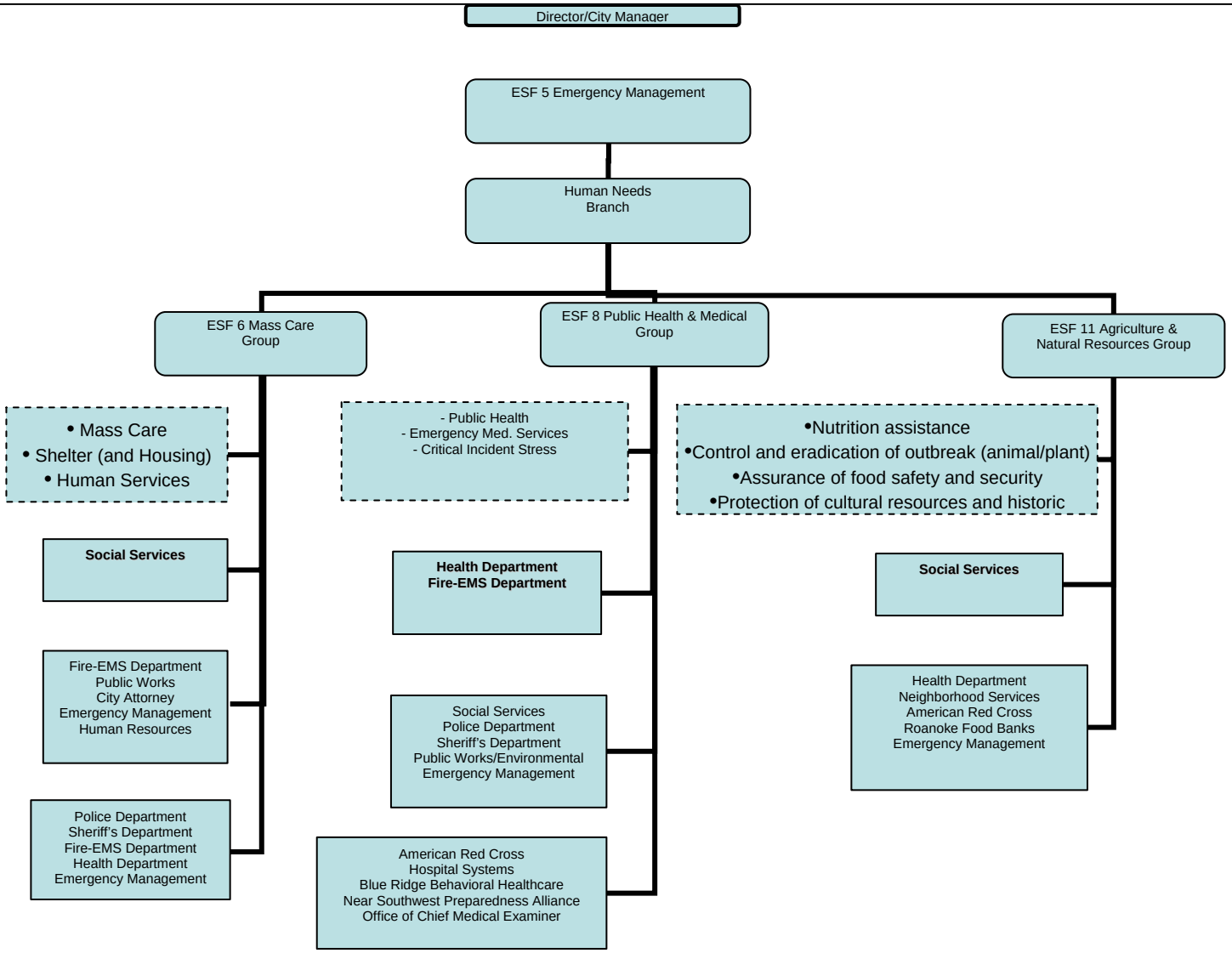
Human Needs Branch Organization Chart



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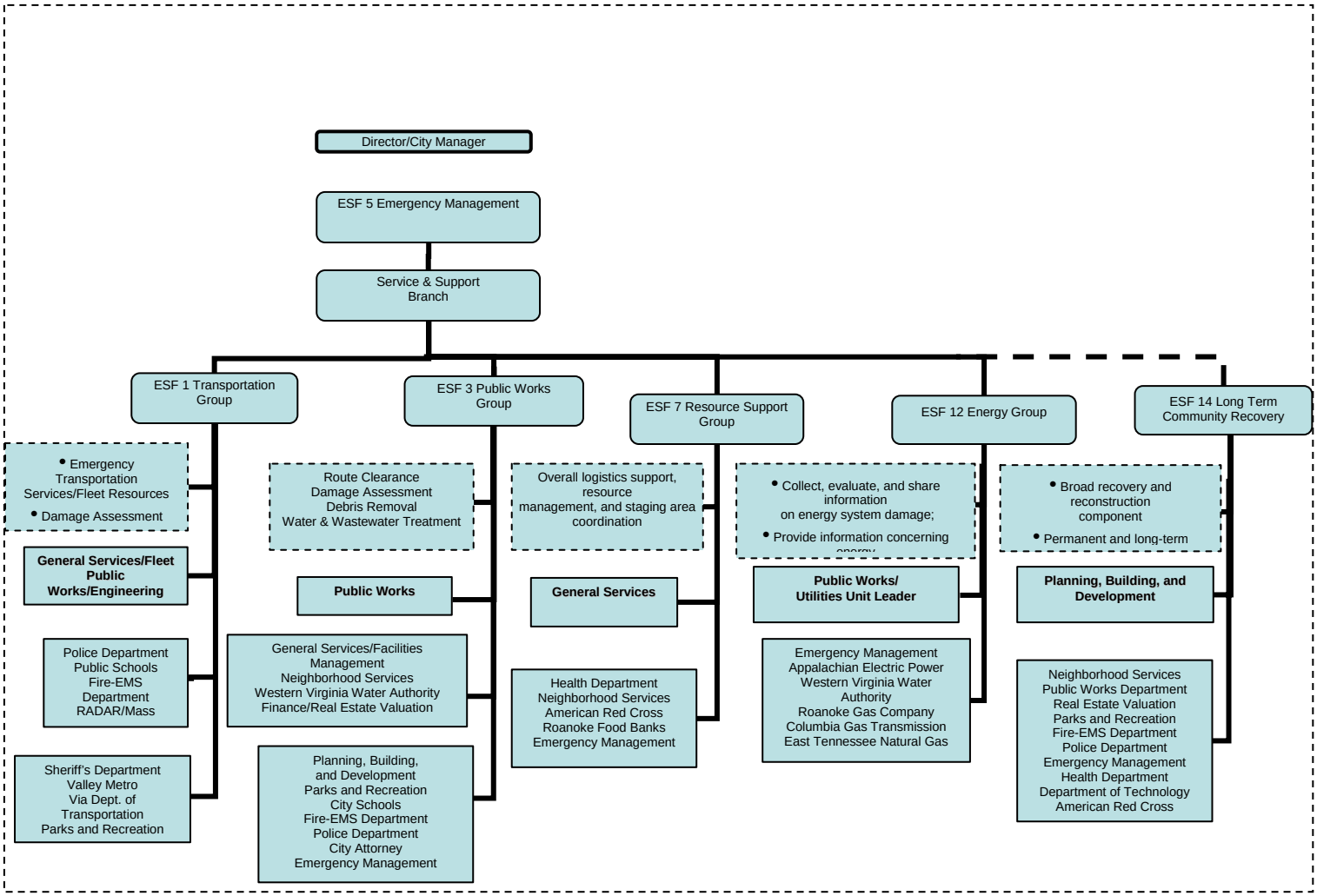
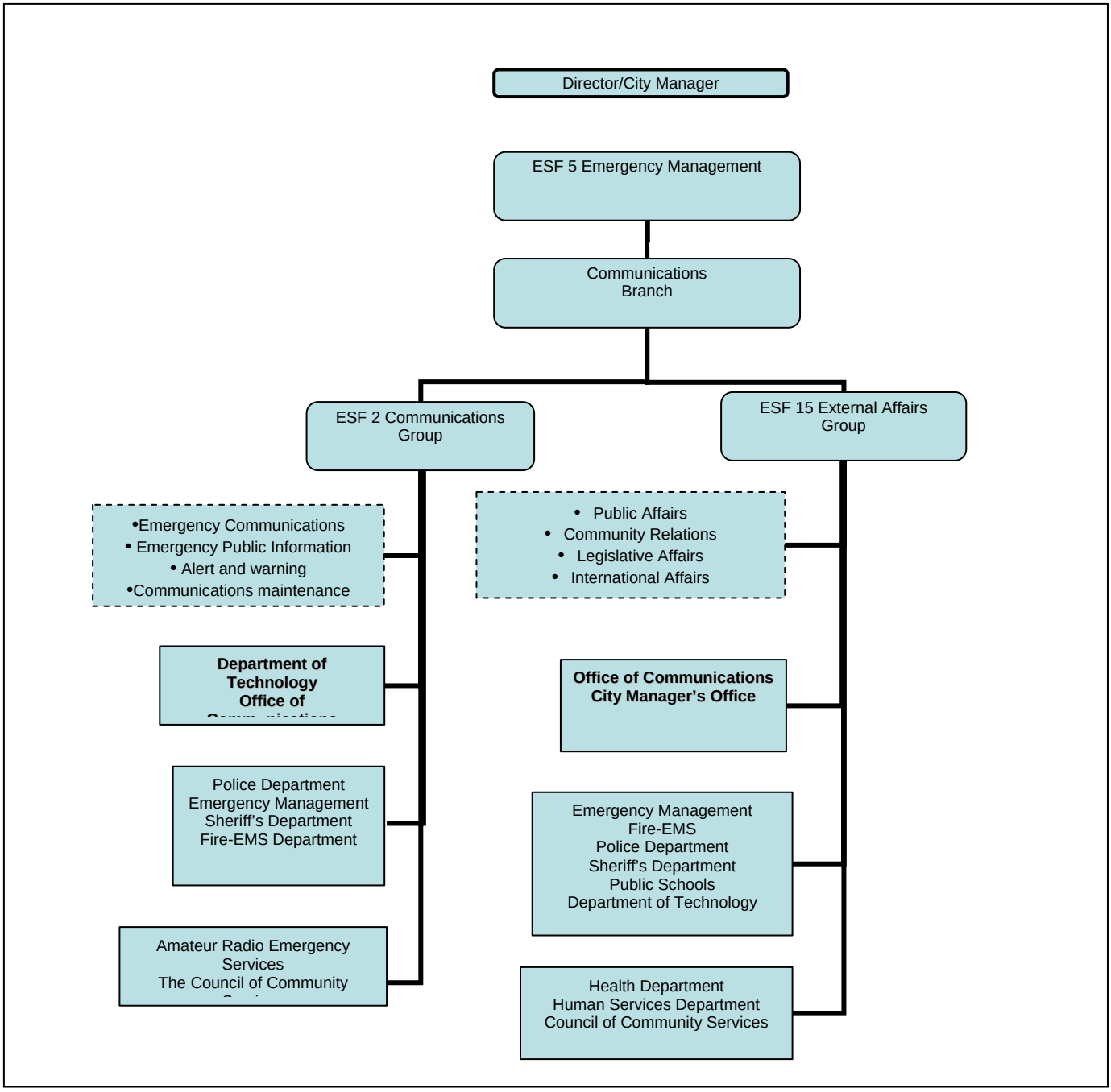
Service & Support Branch Organization Chart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Communications Branch Organization Chart